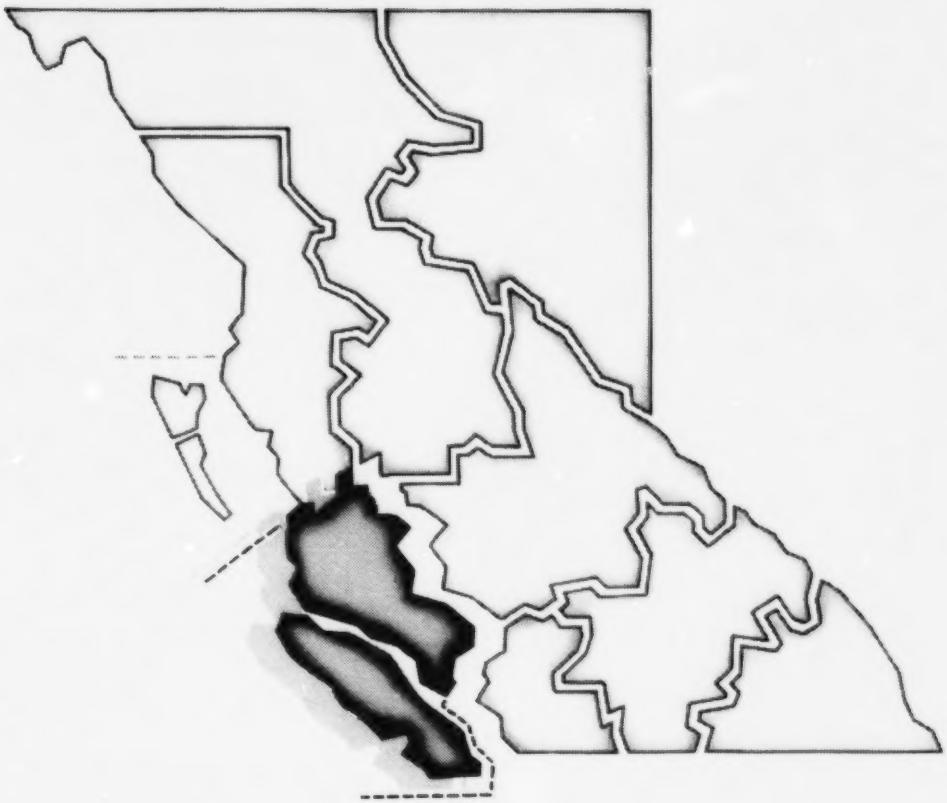
Vancouver Island/Coast – Region 1

Transportation Committee Recommendations



FREEDOM TO MOVE

89-05280/

REGION ONE TASK FORCE ON TRANSPORTATION

REPORT TO

Dr. Terry Huberts, Minister of State,
Vancouver Island/Coast Region One
29 June 1989

By

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EXECUTIVE SUMMARY

The Transportation Task Force for Vancouver Island/Coast Region One accepted the challenge of identifying existing problems and future transportation requirements of the Region. Conducting public hearings in eleven of the Region's urban centres as well as accepting written briefs from residents, community groups, local councils, etc., the Task Force was able to determine the fundamental transportation issues facing the Region by analyzing the 163 briefs received.

While no single mode of transportation operates in isolation and no single project or initiative can be viewed on its own merits without an appreciation of how the various modes work in conjunction to address the transportation requirements of people and industry of this Region, the most important recommendations, by mode, of this report are as follows:

1. **advance the completion date of the Island Highway Project, from Swartz Bay to Menzies Bay, by at least 3 years;**

2. **facilitate the development of an intra-Regional scheduled air service;**

3. **place operational control of the E. & N., C.N.R., and C.P.R. rail activities into a Regionally responsive management organization;**

4. **create a task force to study B.C. Ferry Corporation strategy and long range planning objectives.**

In addition to these four priority recommendations, the following initiatives and projects are presented by the Task Force:

Highway Recommendations

Initiatives

- Immediate review of Ministry of Transportation and Highway maintenance and rehabilitation budgets;
- Ministry - Municipal cost sharing policy review.

Projects

- Island Highway - Nimpkish River to Port Hardy road realignment and construction;
- Construction of an East/West Bamfield road connector;
- Construction of the Lake Cowichan/Port Alberni/Comox Valley link road;
- Construction of Coal Harbour - Holberg Viking Highway;
- Construction and upgrade of a Tahsis, Zeballos - Woss highway connection;
- Millstream Road extension;
- Construction of the Port Renfrew/Lake Cowichan road;
- Construction of a new section of the Bella Coola - Anaheim Lake Highway #20.

Air Recommendations

Initiatives

- Commercial access to Comox Airport;
- Creation of an intra-Regional air carrier incentive program;
- Site selection and zoning of helipads in various Regional urban centres.

Projects

- Select an alternative site for the Cowichan Community Airport;
- Improve facility and navigational aids at the Victoria helipad;
- Upgrade the Sayward float plane facility;
- Upgrade the Tofino float plane facility;
- Upgrade the Port Hardy float plane facility;
- Upgrade the Comox float plane facility;
- Realign the Port McNeill community air strip;
- Upgrade the Port McNeill float plane facility;
- Upgrade the Gold River float plane facility.

Rail Recommendations

Initiatives

- Expansion and upgrading of rail services on Vancouver Island.

Projects

- Upgrade Port Alberni rail line;
- Extension of the E. & N. to Campbell River;
- Extension of the E. & N. to Port Hardy.

Marine Recommendations

Initiatives

- Quadra Island ferry route reassessment;
- Study issue of home port for the Comox - Powell River ferry;
- Study terms and conditions of subcontracted ferries;
- Lasqueti Island ferry fare structure review;
- Study issue of a scheduled truck and hazardous cargo ferry;

- Review moorage rates for commercial fishermen;
- Review terms and conditions of coastal shipping contracts;
- Study dock facility requirements at Telegraph Cove.

Projects

- Development of a rail barge facility in Greater Victoria;
- Development of a bulk cargo port facility at Port Hardy.

As noted elsewhere, Task Force members have taken a global approach to Transportation issues and have identified several specific projects and initiatives for consideration, based on this approach. It is expected that the Ministry of Transportation and Highways and other agencies will continue to work with area representatives to identify and resolve these local needs.

1.0 INTRODUCTION

1.1 Geography

The Vancouver Island/Coast Region is located in the southwest corner of the Province and includes all of Vancouver Island, the Gulf Islands and the mid coast from Powell River to Ocean Falls. (See Map 1.1)

With 21.5 million acres, Region One comprises approximately 10% of the land area of British Columbia. Climate in the Region is relatively uniform with the southern portion being marginally drier than the north. Numerous mountain ranges with their adjoining valleys and the wet Pacific air combine to nurture some of the best timber land in the Province.

The major economic/geographic areas with their respective populations can be seen in Table 1.1.[1] The Region supports a population of over 555,000[2] people. Approximately one-half the Region's population reside and work in the Greater Victoria area. Notwithstanding that most residents of the Region live and work in a relatively small corner of Vancouver Island, the Region is unique in that there are a number of distinct population centres. No other Region in B.C. has the number of separate and distinct economically viable communities in such relatively close proximity.

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1 Area identification and 1986 population figures from Central Statistics Bureau, Ministry of Finance and Corporate Relations.

2 1988 census figures from Regional Index, Central Statistics Bureau, Ministry of Finance and Corporate Relations.

REGION 1
VANCOUVER ISLAND - COAST

MAP 1.1

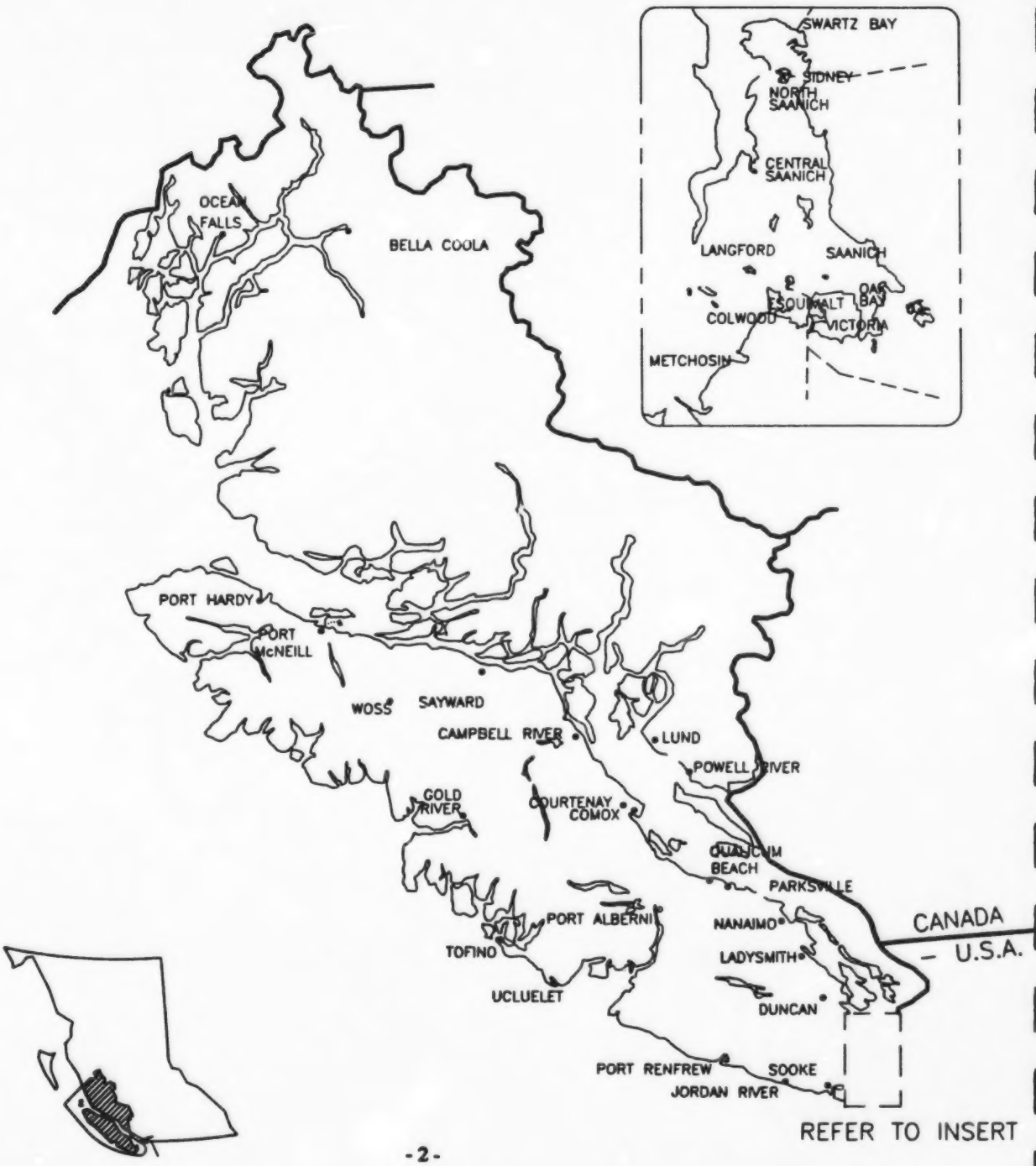


Table 1.1: REGION ONE GEOGRAPHIC AREAS

Greater Victoria	248,075
Nanaimo Area	60,420
Duncan Area	38,377
Courtenay - Comox Area	37,553
Campbell River Area	30,690
Alberni Area	30,341
Parksville - Qualicum Area	21,760
Powell River Area	18,374
Port Hardy Area	12,389
Gulf Islands Area	9,075
Ladysmith Area	9,063
Sooke - Port Renfrew Area	8,236
Lake Cowichan Area	5,123
Ocean Falls Area	3,167
Bute Inlet Area	2,902
Alert Bay Area	2,545

1.2 Regional Economy

An educated work force in the various and diverse population centres in the Vancouver Island/Coast Region provide the basis for a mixed resource and service based economy. The major advantage of this 'mixed' economy is relative economic stability. Service sectors of the Regional economy are not subject to the radical changes in market that the resource based industries face on a cyclical basis. It is because of this service sector predictability combined with the highs and lows of the resource sector that the Region can be assured of the continued viability of the whole Region as an economic unit.

1.2.1 Resource Based Industries

The mild climate, moist Pacific air and vast tracks of mountain and valley land combined with ready access and a sparse population in the northern and western portions of Vancouver Island and virtually all of the Coast set the foundation for the major industrial resource base in the Region - forestry. While employment in some areas of the Region has declined in the forestry sector, new investment in manufacturing facilities, interest in previously underutilized species, the continued growth of the pulp and shingle/shake sectors, as well as silviculture activity should balance employment in this vital sector for the immediate future.

Most agricultural land is on the east coast of Vancouver Island. Available land for agricultural purposes is small, relative to the total area of the Region. Region One ranks seventh overall in B.C. for available agricultural land. What agricultural land that is available is utilized extensively.

Mining, like most primary resource based sectors, is very dependent on world markets. When copper prices are high, mining activity contributes disproportionately to the Regional economy. Mining is having a substantial impact on the Regional economy in the north of Vancouver Island.

Commercial fishing, processing, aquaculture, and mariculture in the Region is a very vibrant component of the Regional economy. Approximately 50% of the Canadian west coast fishery is harvested off the Region's shores. Unfortunately for the Regional economy, most of this catch is made from vessels whose home port is in another region of the province. Recent major private investment in Region

based aqua- and mariculture enterprises, however, bode well for this new direction of the fishing industry.

1.2.2 Service Industries

Public administration, tourism, and the education sectors are the major components of the service sector of the Region's economy. Because employment in the public sector is not directly dependent on outside influences such as world market prices, public administration will continue to be the major component of the Region's economy. Similar to the insular nature of Provincial public administration, the defence establishment and the educational and research institutes in the Region are also less susceptible to fluctuations in the resource based provincial economy, as they are more closely tied with the growth of the federal government and the national economy than are economic factors found provincially. For these reasons, the continued growth and relatively stable nature of these public administration components of the service sector will provide the foundation for a growing Regional economy.

In addition to public administration, tourism is probably the single most dynamic sector of the Region's service economy. A moderate climate, mountains, fiords, oceans, and some of the world's most breath-taking scenery, combined with an improving hospitality industry, ensure that the Vancouver Island/Coast Region will continue to lead the province in potential for this increasing market. Efforts to date have ensured that every demographic subset of the market can enjoy what the Region offers; from 'first cabin' cruises on world class luxury ocean liners to hiking the Westcoast Trail, no market group in the tourist industry is being ignored. The continued expansion of this sector of the Region's economy will

remain a function of the Region's ability to market itself and efficiently transport these tourists inter- and intra- regionally.

The final catch-all category in the Region's service economy is internally consumed goods and services in the retail market. With a population of over 500,000 people, the demand for goods and services provides a tremendous amount of employment opportunity and economic activity.

1.3 Regional Transportation Network

Regional transportation networks integrate four major modes of transportation:

- highways;
- air;
- rail;
- marine.

In addition to these modes, there is an effective bus transit service operating in the Capital Region, Nanaimo, Port Alberni and other communities in the Region.

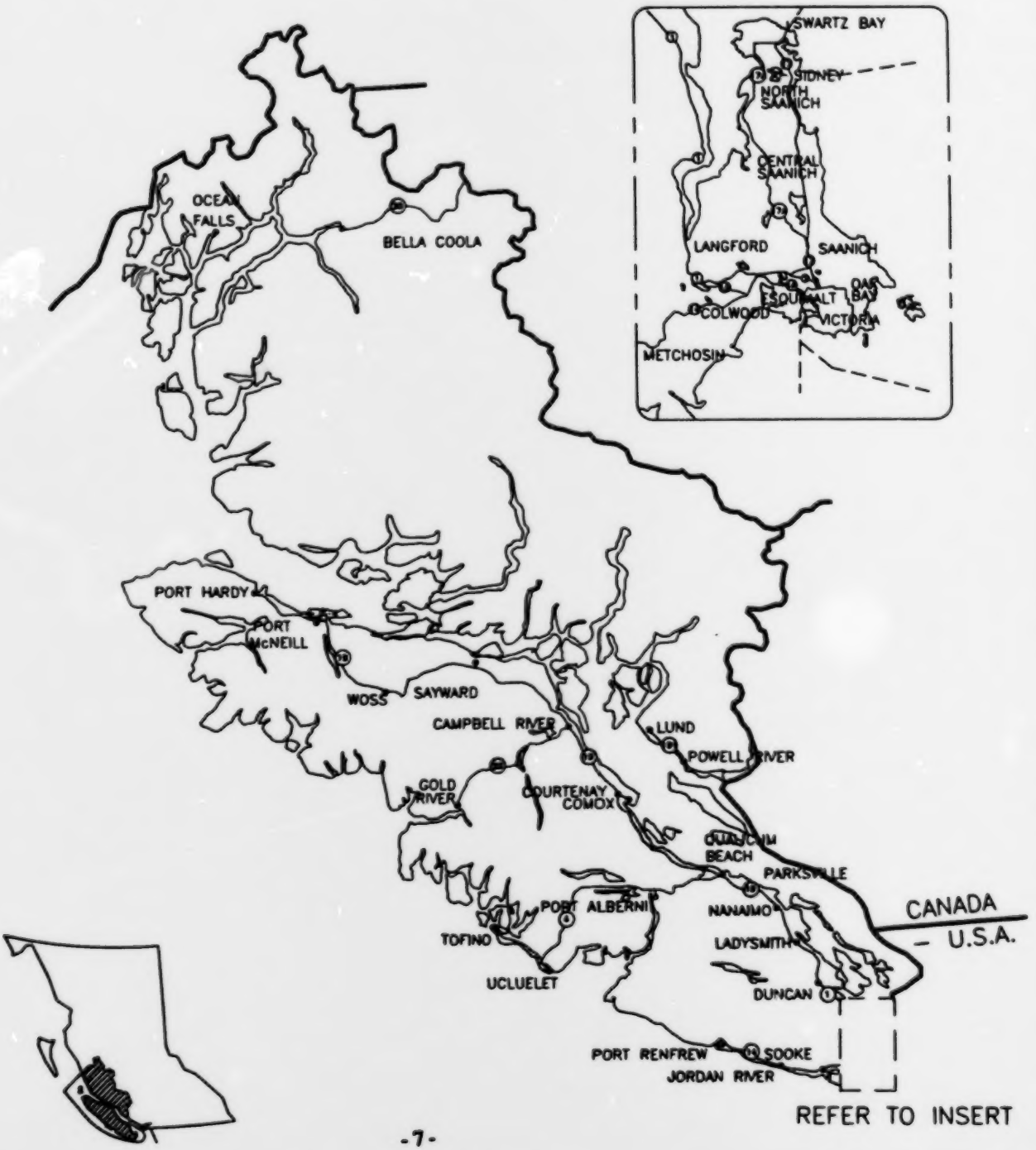
Map 1.2 illustrates that the major highway routes of the Region are primarily north-south in direction and follow the eastern coastline of Vancouver Island. Generally speaking, highways in the Region are inadequate for the Region's requirements because of age and capacity.

Over the last 25 years capital construction[3] in Region One has trailed other regions in the province. The recently announced Vancouver Island Highway project should greatly facilitate intra-Regional transportation and communications. Nevertheless, new capital construction of arterials connecting some com-

[3] Ministry of Transportation and Highways Annual Reports.

REGION 1
VANCOUVER ISLAND - COAST

MAP 1.2 TRANSPORTATION NETWORKS



munities have been nonexistent while at the same time demands on existing arterials have grown in direct proportion to population and resource industry growth rates. To further exacerbate this situation, there has been very limited maintenance and rehabilitation work done to the Region's arterial roads relative to other regions in the province.

Regional air transportation has kept better pace with Regional transportation demand than has highways. The Region's six major airports - Victoria, Nanaimo, Comox, Powell River, Campbell River, and Port Hardy - connect the Region provincially, nationally and internationally. In addition to these land based facilities, float plane bases located in almost every community in the Region make air transportation a vital component in the Regional transportation network.

Regional rail services are located on the southern half of Vancouver Island. There has been continuous rail service in this area for over 100 years. The Canadian Pacific Railway (C.P.R.), the Canadian National Railway (C.N.R.), and the federal Crown Corporation, VIA Rail, have a presence in the Region.

Given the Region's proximity to the ocean and the protected inner waterways of the Georgia Strait, it is not surprising that the Vancouver Island/Coast Region One has developed a very vibrant and effective marine network. While a number of small coastal freight, private contractors for water taxi type operations, and the new Stena Line international connectors operate in the Region, the marine sector of the Region is dominated by the B.C. Ferry Corporation. Most Region destination marine passenger and freight traffic is carried on the Nanaimo - Horseshoe Bay and Swartz Bay - Tsawwassen ferry runs.

2.0 OBJECTIVES OF THE REGIONAL TRANSPORTATION PLAN

In November of 1988 the Honourable Neil Vant, Minister of Transportation of Highways, issued to British Columbians a challenge to be part of the planning process to formulate a strategy for the development of a transportation network for the Province. Under the auspices of the Minister of State, regional transportation planning committees were formed in each of the eight development regions and charged with the responsibility of preparing regional transportation plans with the following objectives:

1. to determine the present and future transportation needs and priorities of each region;

2. to analyse issues and provide support documentation for recommended improvements;

3. to recommend to Government a transportation plan that included short and long-term directions.

All modes of transportation - air, coastal marine, ferry, highways, ports, rail and transit - are considered in the report. The overall goal was to produce, at a regional level, a report that would identify to the Minister of State transportation priorities and initiatives. The report will form a part of the provincial strategic planning process. Community input was an integral part of the background research to ensure that the views of the region and its residents are reflected in the report.

The *Province of British Columbia Strategic Transportation Plan 1990-2000*, as it will be called, will determine how best to direct future resources - both public and private - in building transportation systems that will take British Columbia into the next century as an active trader in international markets, where efficient transportation networks play an integral role in the Province's economy.

The wear and tear of daily use and weather have taken their toll on bridges, roads, airports, railways and marine facilities in the province. A balanced and comprehensive plan will allow for replacing, rebuilding, expanding and improving facilities as becomes necessary.

3.0 PLANNING PROCESS

3.1 Mandate and Organization

The Region One Task Force on Transportation can trace its origins back to May 1988 when the Honorable Minister of State, Stan Hagen, challenged a number of community leaders to become involved with identifying Regional policy requirements. In December of 1988, the new Minister of State for Vancouver Island/ Coast Region One, Dr. Terry Huberts, expanded membership of the Transportation Task Force to address the "Freedom to Move Initiative" of the Government. The mandate of the expanded Transportation Task Force was to ascertain the Region's present and future transportation needs and priorities.

From the beginning, members of the Task Force have attempted to be global rather than parochial in their approach to transportation issues facing the Region. That is, the transportation issues themselves have been dealt with in the very broadest terms and under the largest possible category of issue so as not to lose sight of the Regional requirements of the mandate.

To deal with the scope of this mandate, the Task Force Chairman, Mayor Gillian Trumper of Port Alberni, created four committees:

- Highways;
- Air;
- Rail;
- Marine.

Membership of these committees was determined by expertise, geographic area of representation, and interest of Task Force members. (Task Force membership by committee can be found in Appendix 8.1)

3.2 Public Meetings

In early February 1989, the Task Force met to determine the overall strategy and time frame for soliciting public input on all matters of Regional transportation needs and priorities. At this meeting, concern was expressed by members that holding public hearings immediately would disenfranchise a number of community groups as there would not be sufficient time for the groups to meet and prepare submissions. For this reason, while public notice of the hearings would be circulated in advance, the meetings themselves would not be held until the second week of April 1989. In addition to the public notices which appeared in the Region's newspapers, a personal letter from the Ministry of State on behalf of the Task Force was sent to all Region One M.L.A.s, Regional Districts, Municipal Councils, Resource industries, Transportation industries, and to any individual or firm that Task Force members wanted contacted, to solicit written and/or oral submissions of their particular views with respect to transportation needs and priorities.

The Task Force also decided that it would be more efficient and effective to conduct two parallel sets of meetings in eleven of the Regions' population centres during the second week of April 1989. By splitting the Task Force, twice as many meetings could be held in the same period of time. As well, by having Task Force members from the 'south' of the Region attending hearings in the 'north' and, con-

versely, having 'northern' members conducting hearings in the 'south' of the Region, a more balanced, less parochial perspective of Regional transportation needs and priorities could be obtained by members. Dates and places of public hearings are shown in Table 3.1.

Table 3.1: REGION ONE PUBLIC HEARING SCHEDULE

10 April	Victoria	Powell River
11 April	Saanich	Courtenay
12 April	Duncan	Campbell River
13 April	Nanaimo	Port McNeill
14 April	Port Alberni	Bella Bella & Bella Coola

3.3 Submission Results and Analysis

Table 3.2 notes the diversity of groups represented in submissions received by the Task Force. Of the 163 submissions received, over 50% were presented at public meetings of the Task Force. The distribution noted in Table 3.2 indicates that local governments and community groups were very well represented.
A list of contributors and their respective organizations can be found in Appendix 8.2.

In addition to the list of presenters, a content analysis noting concerns presented in submissions as well as differentiating submissions by mode for future committee reference and analysis was also undertaken. On 1 May 1989 Task Force members reviewed the submissions and discussed general themes presented at the hearings. It was agreed that each committee would meet and review mode-specific submissions during the month of May. As well as identifying mode-

Table 3.2: REGION ONE SUBMISSIONS

Individuals	62
Community Groups	32
Local Councils	27
Chamber of Commerce	12
Regional District	9
Small Business	9
Transportation Industry	6
M.L.A.	3
Resource Industry	2
Political Party	1
TOTAL	163

specific projects and initiatives, each committee would prepare a preliminary rank ordering of the project or initiative based on its appreciation of Regional needs. The general criteria used to evaluate the merits of a project or initiative included:

- safety;
- economic impact;
- environmental impact;
- cost;
- time frame;
- scale/scope;
- practicality.

Committees made their recommendations to the Task Force on 4 June 1989 where each member of the Task Force was able to review and argue the particular safety or economic merits of a project/initiative. The results of the analysis and subsequent committee cum Task Force recommendations of the 4 June 1989 meeting are contained in the following chapters.

4.0 TRANSPORTATION ISSUES

The single greatest obstacle facing Vancouver Island/Coast Region One economic growth is an overall transportation system capable of connecting the Region internally, inter-regionally, and internationally. The Regional economy is a resource and service based mix with potential in every sector for continued growth. A resolution of outstanding transportation issues will only enhance the economic and social viability of the Region.

The five major component modes of the Region's existing transportation network are:

- Highways;
- Air;
- Rail;
- Marine;
- Transit.

In the following sections transportation issues will be discussed by mode.

4.1 Highways

4.1.1 Arterial Roads

There are two very different issues that surround arterial highway problems in the Region: traffic volume and upgrading of an antiquated system. As the major-

ity of the Region's population lives on the south end of Vancouver Island, the major highway issue for this relatively small area concerns volume during peak periods of operation. While the arterial routes exist, increases in the area's population over the last 25 years place south Vancouver Island arterial highway networks at or over capacity. The Delcan[4] study of Region One notes that at present, 24% of Regional arterial routes are congested, with the majority of this 24% found in the lower part of Vancouver Island. In virtually every other area of the Region, however, the reverse is true. While volumes are not as great as in the south of Vancouver Island, the arterial and collector networks to the Region's diverse communities are, at best, antiquated.

East-west and Coast collector roads have fared as poorly as the aforementioned north-south arterials on Vancouver Island. There has been virtually no new capital construction in these areas over the last decade. Increased demands are placed on these arterial roads because of population growth and the requirement to transport resource industry goods to market. Over the years, the arterial highway and B.C. Ferry Corporation systems have displaced rail and marine alternatives for transporting virtually all goods and passengers in the Region. Simply put, the Region's arterial routes have not kept pace with increasing volumes and modern transportation requirements for resource based industries.

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[4] Delcan. A Transportation Planning Overview for the Province of British Columbia, Volume 4. Page 6-2.

4.1.2 Secondary Roads

To provide community access and alternative routes for resource industry goods, there is a major requirement to upgrade, rehabilitate and create new secondary access roads in a number of areas in the Region.

Areas in most need for secondary highway upgrading include the Comox, Port Alberni and Cowichan Valleys, and the northern portion of Vancouver Island. A secondary road connecting Woss with Tahsis, for example, would provide better access, safety, and volume to the Northern portion of the Vancouver Island highway while reducing operating costs on the archaic existing link.

4.1.3 Maintenance and Rehabilitation

Maintenance of existing and new facilities is an ongoing concern to Region One residents. Harsh weather and increased demands on old roads combined with the lack of adequate road maintenance have plagued the Region with the inevitable consequences of adverse road safety and stifled economic growth. Because there have been limited resources available for maintenance in past, the need for increased rehabilitation and new construction has been exacerbated in this Region. Regardless of whether new construction is contemplated in the Region, there must be a policy review to ensure that existing roads are at least maintained in a suitable fashion.

4.1.4 Municipal-Ministry Highway Project Cost Sharing

A transportation issue that affects smaller communities more so than larger communities in the Region is the Ministry of Highway's practice of placing the entire cost of maintaining and servicing formerly Ministry responsible roads on the Municipalities which have inherited the roads. There is not enough provision using existing Ministry formulas to assist some small communities in accepting these roads. While there are very tangible advantages to the respective parties to transfer responsibilities, certain communities are unable to accept the Ministry offer. This situation is most noticeable when new construction of an arterial route makes the old arterial a secondary connector and places the responsibility of maintenance and servicing on Municipalities. These real costs are not acknowledged in Ministry budgets as direct costs of the new construction project. In small communities a transfer of responsibility, because of new construction, could increase financial burdens and could quadruple municipal road maintenance budgets, beyond the ability of the community to pay.

4.2 Air

Air services in the Region have been differentiated into two major categories: intra- and inter-regional air services.

4.2.1 Inter-regional Air Services

Inter-regional air operations in Region One, while dominated by the larger scheduled air carriers, also include government, military and corporate aircraft. Canadian Forces fighter and patrol aircraft are based at Comox while provincial gov-

ernment air operations are based at Patricia Bay (Victoria International Airport). As well, the Coast Guard has a major helicopter facility in Victoria.

In the scheduled air carriers group, the market is dominated by Time Air and Air B.C. which are affiliated with the nation's two major carriers, Canadian International and Air Canada. Because of this association, virtually all their traffic is routed through the Vancouver International Airport to connect with provincial, national and international flights.

In addition to the major carriers is the group of small inter-regional, fixed-winged, scheduled air carriers such as Burrard Air and Skylink which have taken their lead from the majors and route virtually all their scheduled Regional flights through Vancouver as well. That is, while the Region has six major airports - Victoria, Nanaimo, Comox, Powell River, Campbell River, and Port Hardy - it is difficult to connect to one from another because of a common corporate strategy to connect almost every flight, regardless of origin, to the Vancouver International Airport.

Other commercial inter-regional and international air carriers with a scheduled service in the Region include: Helijet Airways, which at present provides an inter-regional helicopter shuttle service from Victoria to Vancouver; Air Speed, which connects Victoria with Abbotsford and Kelowna; and Lake Union Air, which connects Seattle, Washington U.S.A. with Victoria and Campbell River.

4.2.2 Intra-Regional Air Services

Virtually all commercial air carriers and Regional air facilities have been predicated on an inter- rather than intra-Regional basis. That is, there is no regularly scheduled intra-Regional air service. There have also been no recent attempts by scheduled carriers to provide a regularly scheduled intra-Regional air service linking the Region's major population centres.

Existing intra-Regional air operations can be categorized into three major groups: private, corporate, and the small independent charter operators. Private and corporate aircraft can be found at every airport, float plane base and community strip in the Region. Given the Region's vast tracks of undeveloped land and the industrial requirement to access certain areas for communications and industrial requirements, there will continue to be an increasing demand for more facilities in this market segment of the air sector. Most charter operators tend to rely on float planes and are based in coastal communities throughout the Region. The growth of this sector is expected to continue as long as alternative modes of transportation access continue to be unsuitable for community requirements.

To date, commercial air carriers using fixed-wing technology have shown no initiative to provide exclusive intra-Regional air service that would link the Region's communities for business travel. Rotory-wing commercial and private carriers, however, feel that there is a technological advantage that is most suitable for intra-Regional applications - that is, relatively short distances between the Region's urban population centres, a small, select group of travelers in a hurry who have business in the Region, in effect, intra-Regional point to point travel

similar to the downtown to downtown inter-regional business service offered by Helijet Airways from Victoria to Vancouver and the Vancouver International Airport.

Point to point travel is a relatively new concept in the travel industry. The problems most business travelers face today are volume induced delays in major airports located quite some distance away from the commercial centre of a city. For example, to travel from Victoria to Nanaimo by air using existing scheduled air carriers one must: drive 35 minutes from Victoria to the Victoria Airport located on the Saanich Peninsula; wait a further 30 minutes in a holding lounge if the plane is on time; spend 15 minutes flying to Vancouver International Airport; change planes, waiting another 30-60 minutes for a connecting flight; spend an additional 5 to 20 minutes in the flight queue at Vancouver; spend 20 minutes flying to Cassidy; drive 20 minutes in to Nanaimo. The trip takes longer to complete by air than it does to drive and, therefore, to date, people of the Region drive this route rather than fly. This example can be replicated on almost any other intra-Regional centre to centre scheduled service. It makes economic sense to fly only when one is facing at least a four hour drive. Point to point service, however, is from one downtown commercial centre to another downtown commercial centre. The best example of point to point travel in this Region is Helijet Airway's Victoria to Vancouver shuttle service. Conveniently located heliports close to the downtown commercial area of the two communities eliminate the drive to the respective airports. The scale and absence of queuing enables rigid adherence to schedule, thus no excessive preflight wait time. Flying times are comparable with commercial times from airports over similar distances. On arrival, one is at his destination. A 30 minute point to point flight with ten minutes on either end

for transfer to and from the helipad make a business trip a morning or afternoon affair rather than a day trip.

The other major advantage of point to point travel using existing rotory-wing aircraft is the infrastructure costs of landing sites. Rotory-wing aircraft do not require the amount of infrastructure investment in facility that fixed-wing aircraft demand. Construction of a seventy-foot concrete circle is minor compared to a 4,000 foot runway. Extended glide paths for fixed-wing aircraft are also not required. For the cost of one relatively sophisticated airport runway, numerous commercial helipads could be constructed. Estimated construction costs of helipads with on-site fuel capabilities, excluding property acquisition, is in the $350,000[5] range.

Corporations such as Fletcher Challenge and MacMillan Bloedel have already addressed their particular access and communication problems by purchasing their own corporate helicopters. When these helicopters are not on executive business, the aircraft can be used for servicing their remote work sites.

4.2.3 New Technology

The most exciting new development of rotor-wing technology is the "tiltrotor". This airplane/helicopter hybrid is an aircraft that converts from rotor vertical to fixed-wing horizontal and back in flight. This type of Vertical Take Off and Landing (VTOL) aircraft is expected to dominate the short-haul commuter travel between now and the turn of the century in much the same way that Short Take Off and Landing (STOL) aircraft did in the 1980's. It is expected that the tiltro-

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[5] D. Sitnam. Helijet Airways presentation.

tor will have similar operating costs, payloads, and airspeeds of a fixed-wing aircraft with the flexibility and take off and landing characteristics of a helicopter. Therefore, an inter-regional point to point flight for 6 to 12 passengers taking thirty minutes at present becomes an inter- or intra-regional fifteen minute point to point flight for 40 passengers.

A viable intra-Regional air service requires point to point service and, therefore, it appears that the future of a viable intra-Regional scheduled air service is interlocked with existing and expected rotor-wing technology.

4.3 Rail

Because of its history of neglect, Region One rail service is perhaps the most complex transportation issue of all modes. The environmental consequences of our almost total reliance on petroleum driven vehicles will, over time, significantly alter the Region's ecological system. Unless an alternative mode of bulk cargo transportation becomes viable, the disastrous California experience of congested highways and extensive pollution could become a reality in Region One. Given that this country was united by a rail system and given the recent international resurgence of rail technology as a viable transportation alternative to the motor vehicle, it seems absurd that there is a mandate to abandon rail lines.

4.3.1 Existing Rail Service Issues

Regional rail services are located on the southern half of Vancouver Island. There has been continuous rail service in the Region for over 100 years. Much of the early economic development in the southern portion of Vancouver Island is a

direct result of having rail access on the Esquimalt & Nanaimo Railway (E.& N.). The Canadian Pacific Railway (C.P.R.) purchased the E. & N. in 1906. The C.P.R., the Canadian National Railway (C.N.R.), and the federal Crown Corporation, VIA Rail, all have a presence in the Region.

The two major components of rail service in the Region are passenger and freight; commuter rail services have not been a segment of the market since the Second World War. Both the C.P.R. and the C.N.R. Companies provide freight services in the Region; however, the C.N.R. operation has declined to the point where it is virtually nonexistent. While there are rail-ferry facilities at Nanaimo and Victoria, essentially all rail-ferry freight traffic is at present handled in Nanaimo using C.P. track. While freight service to Port Alberni is extremely limited and available only to industrial users for dangerous cargos, passenger service to Port Alberni has been abandoned. Freight services up and down Vancouver Island have been left over the years to trucking and barge shipping in which C.P. also has an interest. Unfortunately, with the reduction in freight services hazardous goods are now being trucked or barged into communities through the urban centres rather than rail freighted in relative safety around these urban centres. The Crown Corporation, VIA, using C.P.R. track, has jurisdiction over remaining Regional passenger rail service. Regional passenger service comprises a 1950's style 'dayliner' rail-coach which originates and terminates in Victoria daily.

Over the last few decades rail services have declined in the Region. Decline can be attributed to a number of issues. Current rate structures, the convenience and effective integration of highway and ferry networks as well as the underutilization of bulk cargo port facilities in the Region have combined to hasten the demise

of rail services. Were it not for the E. & N. in-perpetuity agreement to provide rail services in exchange for the 2,000,000 acre land grant, there would be very little likelihood of Regional rail service being in existence today.

Variable costs of operating the C.P.R. operation are not readily available as it is a private corporation. It has been argued by E. & N. 'fanciers', however, that the C.P.R. has been able to lease its track to VIA for approximately the variable cost of operating the line, while not having to provide passenger rail services. If this is indeed the case, then revenues derived from the original E. & N. land grant more than justify the fixed costs associated with their rail operations in the Region.

4.3.2 Future Operational Control of Regional Rail Services

It is very clear to residents of the Region that the existing operations mandate of the C.P.R. and the federal Crown Corporation, VIA, are incompatible with Regional rail requirements. C.P.R. service has been reviewed in past. However, there is, at present, a determined effort on the part of the federal government and its agent, VIA, to abandon regional passenger service. With VIA gone, there will be little economic incentive for the C.P.R. to maintain the minor freight service it runs at present.

For the Region to have an effective rail service that will work in concert with the demands on the highways network, there must be an integration of rail services. Infrastructure costs involved with up-grading rail services in the Region would prevent, at the present time, reliance on just one sector of rail services. That is, for the line to be economically viable, freight, passenger, and commuter sectors

must all use the line. While passenger sector purists bemoan the use of freight lines, it is the ability to use excess line capacity as well as the revenue generated from freight that will make the entire operation economically viable. Commuter rail service is not a reality on the south of Vancouver Island because of a lack of commitment on the part of the C.P.R. and VIA. With continued population growth in the Region, demands for commuter services will be more vehement. The current trend in the Greater Victoria area is for increased population growth to continue in the Western Communities, communities that are on line. Looking farther afield, it becomes apparent that with proper scheduling, commuter services from Nanaimo south to Victoria and Courtenay south to Nanaimo could be a reality if there were a commitment by the rail industry participants.

4.3.3 Expansion of Regional Rail Services

If there were a commitment to up-grade and integrate rail services in Region One, then the most dramatic issue on the future of Regional rail services would concern the redevelopment of the Port Alberni section of the line and the inter-Regional and international rail barge services at Victoria and Nanaimo.

To sustain and encourage economic growth, the Region requires a suitable train terminus/port facility. The Region's resource based goods are not consumed locally but must be shipped to world markets. The most logical port and bulk cargo facility to meet the Region's requirements is in existence at Port Alberni. This existing facility has excess capacity. What prevents the port from becoming the Region's predominant bulk cargo facility is a freight train. In another region, the C.P.R. has spent $500 million on a new tunnel in the Roger's Pass which, given existing rolling stock, could increase capacity by 60%. This increased ability to

move more than half again as much freight as the previous month will place incredible pressures on facilities located on Burrard Inlet. As there is no new land available for development in the Vancouver harbour area, where will this freight go? As well, a substantial percentage of this freight is not bound for the Vancouver area but for world markets, primarily the Pacific Rim. If Port Alberni could be linked by rail with rail-barge or rail-ferry service to Vancouver, rail yards on the Fraser River and Squamish via Nanaimo, then an argument for redevelopment of the underutilized Port Alberni to Nanaimo rail line could be realized. The economic viability of this expansion proposal notes that Port Alberni:

- has port facilities already in existence;
- can save over one day of shipping time compared to Vancouver;
- has minimum demurrage time relative to Vancouver;
- could return emptied wood product rail cars with container and bulk cargos from off shore.

If the Region could connect by rail-ferry with the B.C.R. terminus at Squamish, the logical port terminus for moving resource goods from the interior of British Columbia to world markets could be via Nanaimo through to Port Alberni. In addition, rail-ferries from the Victoria terminus or a new facility on the Saanich Peninsula could also be extended in relatively protected water to Bellingham in the United States to connect with the Burlington Northern Railway; thus, the Region's rail network could link to the continental United States market. Furthermore, as the entire freight operation would be controlled and operated in the province, no federal tariffs need necessarily apply and a competitive rate advantage could be realized.

The next logical extension of the Region's rail service would be from Courtenay to Campbell River. In addition to the forest, mining and manufacturing base that is located in this community, the tourist potential of a steam train in the summer and a snow train in the winter could be addressed. The extension of rail service would link the Region's major population centers with each other as well as connect the mid and north Island and Coast resources industry products with a viable bulk cargo transportation network.

A final phase of long range development would be to fulfil the century-old vision of the Region's rail service by linking the north and south of the Island with a viable rail network which would allow for Port Hardy to be the gateway to Prince Rupert, the North Coast, the Queen Charlotte Islands, and Alaska.

4.3.4 Rail Alternatives

If there is not a viable rail service in this Region, then even more pressure is going to be placed on the Regional highway network. There will not be the ability for the Region to reach its economic potential since a viable bulk cargo shipping terminus is required to facilitate the resource industries' access to world markets. Without a rail and marine outlet to link the Region within itself and the south "mainland", the Region will retain its hinterland economy without the ability to achieve self-sufficiency.

4.4 Marine

Given the Region's proximity to the ocean and the protected inner waterways of the Georgia Strait, it is not surprising that the Region has a very vibrant and effective marine network. The marine network in Region One consists of three major segments: government/armed forces, coastal transportation, and the B.C. Ferry Corporation. There is considerable government sponsored shipping in the Region as Maritime Command (Pacific Destroyer Squadron) of the Canadian Armed Forces is located at C.F.B. Esquimalt. In addition to this military traffic, there are the Canadian Coast Guard facility in Victoria and the Ocean Sciences Institute at Patricia Bay. This segment of the marine market is in effect self supporting and operates outside provincial jurisdiction.

4.4.1 Coastal Shipping

Small coastal freight and passenger operators make up the second segment of the marine market. They provide critical transportation and communication for 40[6] isolated communities which, because of their size and/or geographic location, can not be serviced effectively by road.

Issues affecting coastal shipping include adequate dock facilities, differentiated moorage costs and the type and duration of government subsidies offered contracted shipping operators.

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[6] Delcan. A Transportation Planning Overview for the Province of British Columbia, Volume 4. Page 4-1.

Upgrading of facilities is an ongoing issue with commercial users. Ports Canada, under the auspices of the federal government, has a long range program to upgrade and enhance existing dock facilities for commercial users in the Region. As well, recent major developments at Port Alberni and Duke Point in Nanaimo as well as roll on and off facilities in a number of smaller ports in the Region bode well for the future development of commercial freight traffic in the Region.

A problem at government docks revolves around the differentiated moorage costs for commercial fishermen and all other users. While commercial fishermen have endured severe economic hardship in past, there is no longer a sound economic reason for this particular sector to be given preferential treatment. Some of the most financially able are subsidized at the direct expense of the taxpayer and other users. There is a quantum difference in moorage costs for commercial fish boats compared with regular rates charged commercial and private users at government dock facilities in the Region.

Government subsidies to coastal shippers have been a feature of the industry from its beginning. Over time, these contracts for service have become standardized with short three year durations. While this time frame gives government maximum control, it places undue hardship on contractors as capital costs can not be amortized in such a short period.

4.4.2 B.C. Ferry Corporation

While a number of small coastal freight, private contractors for water taxi type operations, and the Washington State Ferry, Blackball Ferry and the new Stena Line international connectors operate in the Region, the marine sector of the

Region is dominated by the B.C. Ferry Corporation. Virtually all movement in and out of the Region's major population centres is facilitated by the B.C. Ferry Corporation. Commercial as well as passenger traffic has increased every year for decades. The B.C. Ferry Corporation is a most efficient organization given volume of traffic between the mainland and the Region. With 2,600 employees, a fleet of 38 motor-vessels, operating on 26 different routes, the B.C. Ferry Corporation carried 6,500,000 vehicles and 17 million passengers during the 1987/88 fiscal year.[7] The major inter-Regional ferry terminals to the Vancouver lower mainland area are found at Nanaimo and Swartz Bay on Vancouver Island and at Saltery Bay on the Sunshine Coast. There are various intra-Regional routes between the "Islands" and Vancouver Island and the Coast.

The single largest marine issue is the future corporate direction of the B.C. Ferry Corporation. The strength and the weakness of the B.C. Ferry Corporation is the fact that it acts almost independently. The major shortcoming from a consumer point of view is that, with the apparent drive of the B.C. Ferry Corporation to be larger in every way, there are other considerations that are not being taken into account. That is, the addition of super ferries moving more and more cars less often between the major centers is not necessarily what the Region requires or can accommodate given existing highway - ferry terminal connectors.

The two major inter-Regional routes between Nanaimo - Vancouver and Victoria - Vancouver do require large ferries running more often to accommodate the ever increasing volumes of commercial and passenger traffic. The intra-Regional island to island and coast to island routes, on the other hand, require smaller fer-

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[7] Delcan. A Transportation Planning Overview for the Province of British Columbia, Volume 4. Page 5-1.

ries running more often providing access for passengers and commercial traffic. To date, the B.C. Ferry Corporation has appeared to operate in isolation, deciding to make a profit on each route by operating larger vessels less often. Furthermore, on contracted routes where the Corporation has determined it is more cost effective to contract out the service than to operate it itself, there is a corporate strategy not to subsidize tourist traffic and a requirement that the operators attempt to be profitable - a non-sequitor as the B.C. Ferry Corporation has determined the service is economically marginal and has contracted it out - by reducing over time their subsidy. In short, the B.C. Ferry Corporation application of policy, the lack of public input, and a clearly articulated corporate strategy are not reviewed by the very client it purports to serve. Because the Ferry Corporation policy operates in virtual isolation, announcements of new terminal facilities and the construction of super ferries appear periodically without any planned integration with the physical facilities required by such announcements or an appreciation of Regional economic or social needs.

The best example of the lack of a coordinated long term plan revolves around the issue of the 'Third Crossing'. Different members of the provincial government have both advocated and decried the concept of a short link third crossing at Gabriola Island. As well, affected residents of Gabriola and Mudge Islands and Nanaimo have taken pro and con sides on this volatile issue. To date there is no consensus as to whether or not there should be a third crossing, where it should be located, and what infrastructure investments would be necessary to make this crossing a viable route. The B.C. Ferry Corporation, operating in apparent isolation, however, is developing plans for 'super ferries' to facilitate this new route. The cart is before the horse on this marine issue.

4.5 Transit

The last component of the Region's transportation network is public transit facilities in the Region. The existing transit system consists of bus transportation in the Region's major urban centres. The three major issues vis a vis Regional transit are demands for more access to public transit services for physically disabled citizens in many urban centres, light rail rapid transit (LRT) in the provincial capital region, and more mass transit in Regional urban centres.

More access and services for physically handicapped residents can be resolved with more funding. Extended transit services and rapid transit issues, however, have the similar obstacles of population density to overcome. The population base in every urban centre in the Region is, at present, far too small to justify the enormous costs associated with mass transit. The estimated capital costs of a LRT system in the greater Victoria area are in excess of capital costs associated with the inland Island highway project. Capital costs, never mind operating costs, would require ridership that far exceeds the Region's existing population and are thus not justifiable at this time. What is economically justifiable at this time, as noted in section 4.3.2., is a Western Communities rail commuter transit service to Victoria.

5.0 PROPOSED TRANSPORTATION INITIATIVES

Through the review of submissions received by the Task Force, initiatives were identified and discussed on the basis of safety and economic development potential. These initiatives were also sorted into three groups: A, B, and C, on the basis of immediate, 2-5 years, and 5-10 year time frames for completion.

5.1 Highway Initiative Recommendations

5.1.1 Category A: Immediate Completion

- Ministry of Transportation and Highway Review of Maintenance and Rehabilitation Budgets 1H001i

There was a general concern across the Region that the Ministry of Transportation and Highways has not, in past, provided enough funds for regular maintenance of the Region's roads. An immediate review of maintenance allocation is required to ensure that there are adequate funds to maintain the existing highway network. Geographic areas of most concern include: Highway #101 on the Sunshine Coast, Highway #28 between Campbell River and Gold River, and Highway #4 at Port Alberni. A general policy statement from the Ministry of Transportation and Highways concerning the maintenance and upgrading of existing roads in the entire area must be addressed.

- Ministry - Municipal Cost Sharing Policy Review 1H002i

The Ministry of Transportation and Highways and the Ministry of Municipal Affairs must address the problems of municipalities having to accept the fiscal burden of servicing secondary roads. A policy statement with respect to this issue - which includes revenue sharing, border extension/amalgamation, and the Secondary Highway Grant Program - must be issued.

5.2 Air Initiative Recommendations

5.2.1 Category A: Immediate Completion

- Study of Intra-Regional Scheduled Air Service 1A001i

Joint provincial/local government and commercial air carrier studies addressing both existing and market potential of an intra-Regional scheduled air service should be undertaken immediately. Concurrent with this joint study, the air industry, the affected community Chambers of Commerce and local government should sponsor public discussions of the proposed service, infrastructure investments, and ridership requirements of an intra-Regional scheduled air service.

- Access to Comox Airport 1A002i

The provincial government should begin immediate negotiation with the Federal government to improve access to the Comox Airport. As the facility is at present a Canadian Forces operational air station, commercial development is adversely affected for reasons of security. A policy statement from the Ministry of Transportation and Highways with respect to Comox Airport commercial access is required for the economic development of the community.

5.2.2 Category B: 2 - 5 year Completion

- Intra-Regional Air Carrier Incentive 1A003i

If the intra-Regional scheduled air service study indicates that a commercially viable service could exist, then, qualified air carriers prepared to undertake a point to point intra-Regional scheduled air services should be encouraged with an incentive program. A viable incentive would be a provincial government commitment to purchase a set number of seats during the introductory period of the service.

- Site Selection and Zoning of Helipads 1A004i

Local governments should undertake preliminary selection of potential downtown helipad sites taking into consideration safety and noise reduction requirements in: Duncan, Nanaimo, Port Alberni, Parksville, Qualicum, Powell River, Courtenay, Campbell River, Port McNeill, Port Hardy, Bella Coola, and Bella Bella. Once sites are selected in these various communities, appropriate zoning and land acquisition should be undertaken by local governments. Construction could follow, as demand warrants, with provincial funding assistance provided under A.T.A.P. administered by the Ministry of Transportation and Highways.

5.3 Rail Initiative Recommendations

5.3.1 Category A: Immediate Completion

- Operational Control of C.P., C.N., and the E. & N. Railways 1R001i

The immediate operational control of the Region's existing rail networks should be turned over to the B.C. Rail Corporation, or a Regionally based independent organization. The Rail companies have had over one hundred years to make the Region's system work and, while making a handsome profit, the C.P.R. has not lived up to contractual expectations of service. Unless the Region can develop a proper rail network to move its population and resource goods within the Region and to world markets, the highway system will be choked with increasing volumes no matter how much it is expanded. The provincial government must undertake appropriate study and negotiations with the interested parties to address this most pressing issue.

5.3.2 Category B: 2 - 5 year Completion

- Expansion and Upgrading of Rail Services on Vancouver Island 1R002i

Once operational control of Regional rail services has been realized, the subsequent need for new rolling stock and an immediate upgrade of the Port Alberni to Nanaimo line must take place.

5.4 Marine Initiative Recommendations

5.4.1 Category A: Immediate Completion

- Task Force on B.C. Ferry Corporation Operations and Policy 1F001i

The lack of consultation with and the lack of understanding of affected residents by B.C. Ferry long range planning and operational policy is the single most distressing attribute of the B.C. Ferry Corporation. A Task Force needs to examine the future direction of this Crown Corporation if only to determine where it is going. Will there be fewer, larger ferries, even though the existing highway network at the terminus can not accommodate them? Will there be a third crossing between Gabriola and Vancouver? Will the residents of the Gulf Islands continue to be served by the Corporation or will it be contracted out? Will fares on various routes be equitable? These questions must be addressed and the answers articulated so that the residents and industries of the Region can plan for the future. As well, the Islands' Trust position must be considered before any decision is made as they have a provincially legislated mandate to be involved.

- Quadra Island Route 1F002i

There must be a Ministry of Transportation and Highways review of Quadra Island road extensions and upgrading in concert with recent Quadra Island aquaculture development, manufacturing development in Campbell River, as well as proposed changes in B.C. Ferry schedules linking Campbell River and the outer Islands. The road expansion issues can not be addressed until the existing B.C. Ferry schedule and plans for the immediate future are articulated.

- Comox - Powell River Ferry Home Port 1F003i

B.C. Ferry Corporation and the Ministry of Transportation and Highways should examine the alternative of making Powell River the home port of this route. With the service originating in Powell River, there is the potential of more customers for the Corporation as well as less traffic on Highway #101 on the Sunshine Coast.

- Terms and Conditions of Subcontracted Ferries 1F004i

The B.C. Ferry Corporation should review its contractual arrangements with subcontracted ferries. The three year term of the agreement prevents the contracted companies from raising money on the commercial market for re-fit or new equipment acquisition. A seven year contract with annual performance reviews could greatly assist this sector of the shipping industry.

- Lasqueti Island Fare Structure Review 1F005i

By placing the onus on the contractor to make a profit on a service that the B.C. Ferry Corporation has determined is unprofitable only ensures that rate structure will not be equitable. This issue must be addressed.

- B.C. Ferry Truck and Hazardous Cargo Ferry 1F006i

Consideration by B.C. Ferry Corporation must be given to the needs of commercial users. At present, there are no night or early morning truck ferries; therefore, both truck and car traffic are inconvenienced and the road network is overburdened as both groups of users compete for available space. As well, with more and more restrictions on hazardous goods transfer, B.C. Ferry should consider scheduling hazardous cargo runs during the night.

- Moorage Rate Adjustment for Commercial Fishermen 1C001i

The Government of B.C. should begin negotiations with the Federal Government to address the financial inequities of moorage rates charged commercial fishermen at federal docks. This subsidy diverts money to some of the most economically advantaged commercial users and away from being invested into dock facilities in the Region. A more equitable user pay formula could make the facilities economically viable.

- Terms and Conditions of Contract Shipping 1C002i

The provincial government should review its contractual arrangements with coastal shippers. Having a three year term contract prevents the shipping companies from raising money on the commercial market for re-fit or new equipment acquisition. A seven year contract with annual performance reviews could greatly assist this sector of the shipping industry.

- Study Dock Facility Requirements at Telegraph Cove 1C003i

In view of increased demand for marine facilities at Telegraph Cove, an immediate study to determine needs is required.

6.0 PROPOSED TRANSPORTATION PROJECTS

Through the review of submissions received by the Task Force, projects were identified and discussed on the basis of safety and economic development potential. These projects were also sorted into three groups: A, B, and C, on the basis of immediate, 2-5 years, and 5-10 year time frames for completion.

The list of Task Force recommended projects has been sorted by mode into the three groups and includes the safety and economic factors associated with each project.

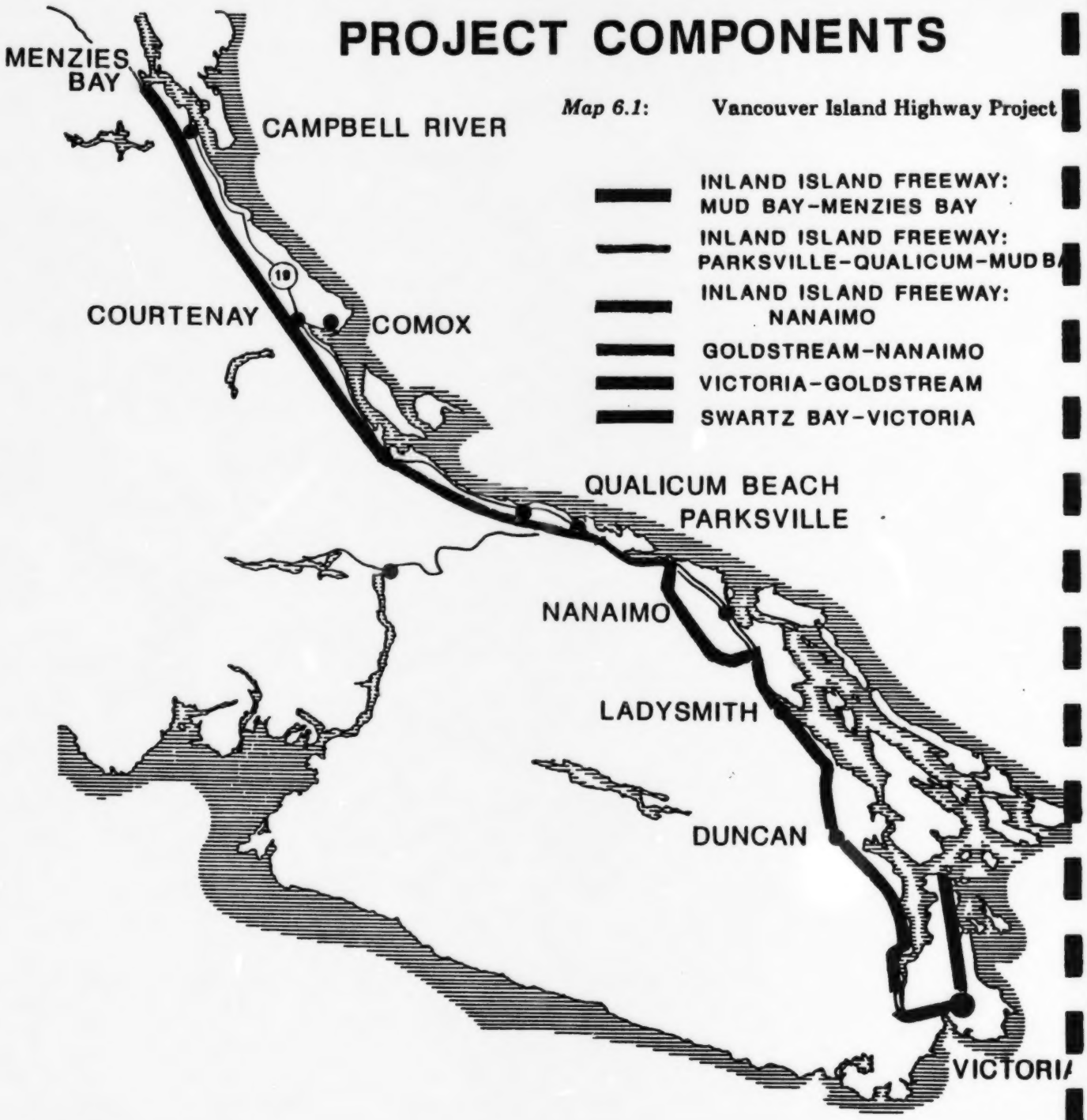
6.1 Highway Project Recommendations

6.1.1 Category A: Immediate Completion

- Vancouver Island Highway 1H001

For a multitude of improved safety and Regional economic development reasons, the completion dates for all portions of the Island Highway Project should be advanced by at least three years. There is no greater priority in the Region. Announced completion dates beyond 1993 are unacceptable to the Task Force. Given previous Ministry of Transportation and Highway "fast tracking" of other highway projects in the province, the Task Force feels that the Ministry should complete planning and start construction at both ends and in the middle of the project simultaneously in order to meet the new target dates.

VANCOUVER ISLAND HIGHWAY
PROJECT COMPONENTS



Map 6.1: **Vancouver Island Highway Project**

Province of British Columbia

Ministry of Transportation and Highways

- Island Highway - Nimpkish River to Port Hardy 1H002

For reasons of safety and proper access, the upgrading of the existing Nimpkish River to Port Hardy section of the Island Highway should be undertaken immediately. Consideration should be given to trading existing roadway for logging roads in the area. Area logging companies have indicated that they will agree with this proposal.

- East/West Bamfield Connector 1H003

For reasons of safety and community economic development, the Ministry of Transportation and Highways should review the three community derived alternatives for road access joining the communities. The history of the connector project stretches back 30 years with no action to date. Costs are relatively minor. Residents want a road to unite their communities, not a super highway. The road should be of 'resource road' standards.

6.1.2 Category B: 2 - 5 year Completion

- Lake Cowichan/Port Alberni/Comox Valley Link Road 1H004

For reasons of safety, increased economic activity and the opportunity for new recreational land development, the Ministry of Transportation and Highways should plan to use existing logging roads' rights of way to join the three communities. The Port Alberni - China Creek portion of this proposed link road could, with an upgrading of the existing road which connects Port Alberni with Bamfield and the China Creek Marina development, be started immediately. The link should be a paved, all weather road for joint public/forest use.

- Coal Harbour - Holberg Viking Highway 1H005

For reasons of economic development and improved access to Cape Scott Provincial Park, the existing Coal Harbour to Holberg road should be upgraded and become the basis for the new Viking Highway.

- Tahsis, Zeballos - Woss Highway Connection 1H006

For reasons of safety, improved access and economic development, the Ministry of Transportation and Highways should upgrade existing logging road to connect Tahsis with Woss and thus to the northern portion of the Island Highway.

- Millstream Road Extension 1H007

For reasons of safety, improved access and economic development, the Ministry of Transportation and Highways should extend Millstream Road by 5 km from Goldstream Avenue to Latoria Road. The construction of this extension will prevent having to upgrade the adjacent Metchosin Road for Western Community access.

6.1.3 Category C: 5 - 10 year Completion

- Port Renfrew/Lake Cowichan Road 1H008

For reasons of safety, increased economic activity and the opportunity for new recreational land development, the Ministry of Transportation and Highways should use existing logging roads' rights of way to join these two communities. A natural circle route would be created with a connection to the three valleys link road project (1H004). This road should also be a paved, all weather road for joint public/forest use.

- Bella Coola - Anaheim Lake Highway #20 1H009

For reasons of safety, improved access and economic development, the Ministry of Transportation and Highways should select a new route and create a new road to join the Bella Coola Valley with the Chilcotin Plateau. Environmental criteria must be taken into consideration when selecting the route.

6.2 Air Project Recommendations

6.2.1 Category A: Immediate Completion

- Alternative Site for the Cowichan Community Airport 1A001.

The provincial government should assist with the selection and development of an alternative site for the Cowichan Community Airport. Assistance could be provided under A.T.A.P. administered by the Ministry of Transportation and Highways.

- Upgrade Facility and Navigational Aids at the Victoria Helipad 1A002

The provincial government should begin immediate negotiation with the federal government to upgrade physical facilities and navigational equipment at the existing commercial helipad at Victoria. Provincial assistance could also be provided under A.T.A.P. administered by the Ministry of Transportation and Highways.

6.2.2 Category B: 2 - 5 year Completion

- Sayward Float Plane Facility Upgrade 1A003

For reasons of safety, improved access, and economic development, the provincial government should upgrade float plane air facilities at Sayward. Assistance could be provided under A.T.A.P. administered by the Ministry of Transportation and Highways.

- Tofino Float Plane Facility Upgrade 1A004

For reasons of safety, improved access, and economic development, the provincial government should upgrade float plane air facilities at Tofino. Assistance could be provided under A.T.A.P. administered by the Ministry of Transportation and Highways.

- Port Hardy Float Plane Facility Upgrade 1A005

For reasons of safety, improved access and economic development, the provincial government should upgrade float plane air facilities at Port Hardy. Assistance could be provided under A.T.A.P. administered by the Ministry of Transportation and Highways.

- Comox Float Plane Facility Upgrade 1A006

For reasons of safety, improved access and economic development, the provincial government should upgrade float plane air facilities at Comox. Assistance could be provided under A.T.A.P. administered by the Ministry of Transportation and Highways.

- Port McNeill Community Air Strip 1A007

For reasons of safety, improved access and economic development, the provincial government should proceed with the realignment of the community air strip at Port McNeill. A trade of T.F.L. land for city owned property would be required.

- Port McNeill Float Plane Facility Upgrade 1A008

For reasons of safety, improved access and economic development, the provincial government should upgrade float plane air facilities at Port McNeill. This upgrade would include development of a breakwater. Assistance could be provided under A.T.A.P. administered by the Ministry of Transportation and Highways.

- Gold River Float Plane Facility Upgrade 1A009

For reasons of safety, improved access and economic development, the provincial government should upgrade float plane air facilities at Gold River. This upgrade would include development of a breakwater. Assistance could be provided under A.T.A.P. administered by the Ministry of Transportation and Highways.

6.3 Rail Project Recommendations

6.3.1 Category B: 2 - 5 year Completion

- Upgrade the Port Alberni Rail Line 1R001

The Port Alberni rail line must be upgraded so that the development of an inter-regional rail freight service can be realized. Without an upgrade of this line, the bulk cargo port facility in Port Alberni will not reach its potential.

6.3.2 Category C: 5 - 10 year Completion

- Extension of the E. & N. to Campbell River 1R002

To promote tourism and access resource industry and manufactured goods from the north of the Island and the Coast, the railhead at Courtenay should be extended to Campbell River.

- Extension of the E. & N. to Port Hardy 1R003

To enable Regional resource industry bulk cargo transshipment as well as to open the port facility in Port Hardy, the railhead should be extended to this community.

6.4 Marine Project Recommendations

6.4.1 Category C: 5 - 10 year Completion

- Development of a Rail Barge Facility in Greater Victoria 1C001

To expand the rail network into the United States from the Saanich Peninsula to Bellingham and the Burlington Northern Railway, a rail barge facility should be constructed.

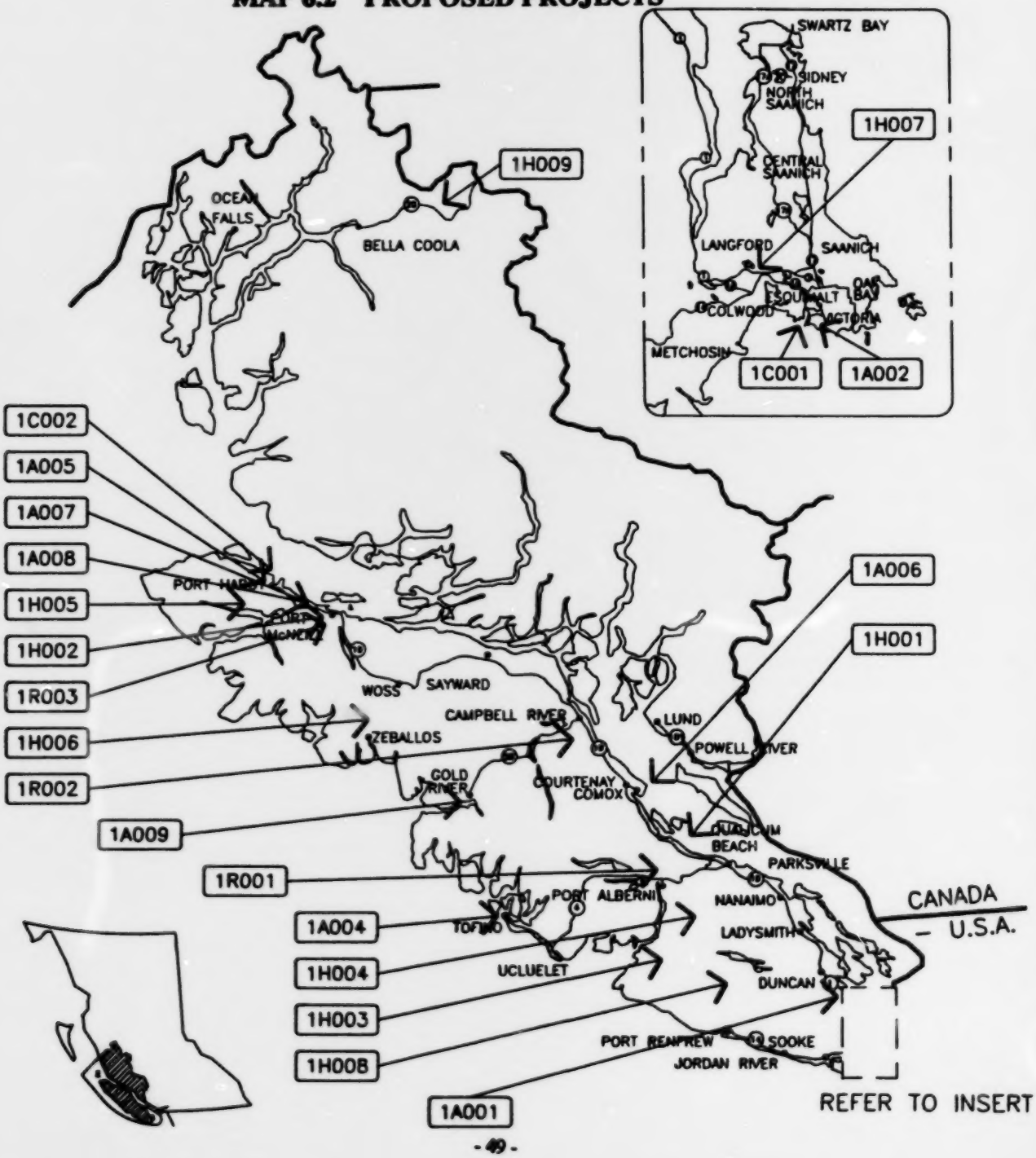
- Development of a Bulk Cargo Port Facility at Port Hardy 1C002

To increase the export potential of Regional goods as well as to facilitate inter-Regional trade, the port facilities at Port Hardy should be expanded to connect with the marine shipping with the new rail terminus in the community.

REGION 1
VANCOUVER ISLAND - COAST

HIGHWAYS, AIRPORTS, PORTS, AND RAILROAD PROJECTS

MAP 6.2 PROPOSED PROJECTS



7.0 CONCLUSION

The Transportation Task Force for Vancouver Island/Coast Region One has attempted to fulfill its mandate by identifying existing problems and future transportation requirements. From inception, the Task Force has been global rather than parochial in its approach to transportation issues facing the Region. Transportation issues themselves have been dealt with in very broad terms and under the largest possible category of issue so as not to lose sight of the Regional requirements of the mandate. While projects because of their geographic nature have been more specific, initiatives have been examined in a more global approach.

Clearly the critical issues of this report are as follows:

- advance the completion date of the Island Highway Project by at least 3 years;
- facilitate the development of an intra-Regional scheduled air service;
- place operational control of the E. & N., C.N.R., and C.P.R. rail activities into a Regionally responsive management organization;
- create a task force to study B.C. Ferry Corporation strategy and long range planning objectives.

The future direction of transportation in Region One requires intermodal coordination of project activities. No single mode of transportation can operate in isolation. No single project or initiative can be viewed on its own merits without an appreciation of how the various modes work in conjunction to address the trans-

portation requirements of people and industry of this Region. Highway volume, capacity, maintenance, and life expectancy are all a function of transportation alternatives in the Region. If a viable rail network can become operational, then demands on the ferry and highway systems change dramatically. When the Island Highway and an intra-Regionally scheduled air service become fully operational, then intra-Regional trade and commerce will enhance the economic as well as social viability of this geographic and economic unit. When there is a viable westcoast deep sea bulk cargo terminus to world markets for Regionally produced resource and manufactured goods, then the ability of the Region to be economically self sufficient will be at hand.

The social and economic future of this Region depends almost entirely on the ability of the transportation network, in all its modes, to operate efficiently and effectively. This Region, for reasons of geographic, industry, population and demographic dispersion, is dramatically different from every other region in the province. The transportation needs of this Region today and in the future are, therefore, just as different and unique. There is no one single mode project or mode specific initiative that will act as a panacea for Regional requirements. Each mode initiative and project requires evaluation in its own right as well as its impact and logical consequences on the other modes as well. The single largest strength of this Region's identified projects and initiatives, however, is the relative scale of the projects and initiatives requested. With the exception of the Vancouver Island Highway project, which has already been announced and is part of government policy and fiscal planning, there is no single or group of projects that in their collective aggregate would cost more than previous provincial highway or railway 'mega projects'.

In the final analysis, by dividing the scarce resources of government across the different modes and in various geographic areas of the Region, more diverse economic activity can result. The impact of government infrastructure investment in the many communities in the Region will ensure that opportunity is enhanced in all communities rather than in one single community at the direct expense of all others in the Region.

The Transportation Task Force for Vancouver Island/Coast Region One looks forward to the future economic and social development of all communities in the Region. The Regional transportation issues and subsequent requirements have been articulated by the residents through the Task Force to the government of British Columbia. The Task Force looks forward to the support of the Minister of State in his presentation to the Minister of Transportation and Highways with respect to the future of transportation in this Region, and trusts that the recommendations of this report will be implemented.

8.0 APPENDICES

APPENDIX 8.1 Region One Transportation Task Force Membership

Mayor Gillian Trumper	Chairman 4850 Argyle Street Port Alberni,B.C. V9Y 5G7 Subcommittee: Rail
Mayor Al Huddlestan	Vice Chairman Box 68 Port Hardy,B.C. V0N 2P0 Subcommittee: Highway (Chairman)
Mayor George Cochrane	750 Cliffe Ave. Courtenay,B.C. V9N 2J7 Subcommittee: Highway
Mayor Bob Ostler	310 St. Ann's Road Campbell River,B.C. V9W 4C7 Subcommittee: Highway
Mayor Norma Sealey	2440 Sidney Ave. Sidney,B.C. V8L 1Y7 Subcommittee: Highway
Alderman Owen Kennedy	455 Wallace Street Nanaimo,B.C. V9R 5J6 Subcommittee: Highway
Mayor Howard Sturrock	770 Vernon Ave. Victoria,B.C. V8X 2W7 Subcommittee: Air (Chairman)
Director Brian Roe	P.O. Box 10 Hagensborg,B.C. V0T 1H0 Subcommittee: Air

Alderman William Kinley	Box 1060 Port McNeill,B.C. V0N 2R0 Subcommittee: Rail (Chairman); Air
Director Rick Kasper	2774 Millstream Road Victoria,B.C. V9B 3S6 Subcommittee: Rail
Mr. Bob Littlejohn	R.R. #1, 620 Arbutus Ave. Maple Bay,B.C. V9L 1M3 Subcommittee: Marine (Chairman)
Director Noel Taylor	Teapot Road Lasqueti Island,B.C. V0R 2J0 Subcommittee: Marine
Mr. Terry Ward	Box 74 Bella Bella,B.C. V0T 1B0 Alternate
Alderman Arnold Carlson	7050 Alberni Street Powell River,B.C. V8A 2C2 Alternate
Mayor William Moncrief, Jr.	2754 Keswick Ave. Cumberland,B.C. V0R 1S0 Alternate
Alderman Norm Wood	310 St. Ann's Road Campbell River,B.C. V9W 4C7 Alternate
Director Chuck Childress	P.O. Box 73 Vananda,B.C. V0N 3K0 Alternate
Mayor Linda Michaluk	P.O. Box 2639, 1620 Mills Rd. Sidney,B.C. V8L 4C1 Alternate
Alderman Frank Leonard	770 Vernon Ave. Victoria,B.C. V8X 2W7 Alternate

Mayor Marjorie Aldersmith	7 Vickery Road Victoria,B.C. V9B 1M3 Alternate
Alderman Margaret Strongitharm	455 Wallace Street Nanaimo,B.C. V9R 5J6 Alternate
Mayor Don Lockstead	7050 Alberni Street Powell River,B.C. V8A 2C2 Alternate
Mr. Jim Cameron	13 Victoria Crescent Nanaimo,B.C. V9R 5B9 Ministry of State, Region One
Mr. Neville Hope	3260 Norwell Drive Nanaimo,B.C. V9P 1X5 Ministry of Transportation and Highways
Mr. Chris Main	1285 Oakmount Road Victoria,B.C. V8P 1M4 P.A. Research Consultants Ltd.

APPENDIX 8.2 List of Submissions

Mr. Jim Burton	Urban Development Institute
Mr. John Garrison	Municipality of Saanich
Mr. Stewart Parkinson	Juan de Fuca Chamber of Commerce
Judy Thompson	Vancouver Island Chicken Growers
Westley Walkel, P.Eng.	Individual
John Chew	B.C. Road Builders Association
John Hancock	Victoria Chamber of Commerce
Bill MacDonald & Louis Guilbault	Victoria Electric Rail Road Society
Bob Sykes	Sooke Economic Development Commission
Jim Campbell	Saturna Community
Shirley Chambers	Phoenix Society - Galiano Island
Dorren York	Pender Island Trust
Eileen Robertson	Islands Trust
Nick Gilbert	Islands Trust (Southern Islands Group)
Sid Wigen	Salt Spring Community Planning Association
Kelly Johnson	Salt Spring Transportation Committee
Cathy Scarfo	South Salt Spring Residents Association
Bob Andrews	Islands Watch Society
Marie Elliott	Mayne Island Trust
Ald. Geoff Young & Janet Baird	City of Victoria
Mr. Harry Leader	Isabella Point Protection Association
Mike Marshall	Superintendent of Schools for Gulf Islands
Yvon Dandurand	Pender Island Lodge
John Robertson	Saanich Peninsula Chamber of Commerce
Mayor Linda Michaluk	North Saanich Municipal Council
Ald. John Bergbush	City of Colwood
Mr. D. Mallard	Save the Environment
Mr. Patrick Hind	City of Duncan
Mayor Don Gordon	City of Lake Cowichan
Mrs. Myrtle Haslam	Cowichan Historical Society
Alice Pedersen	Lake Cowichan Economic Development Committee
Brian Harrison & Tom Anderson	Cowichan Valley Regional District
Mr. Elizinga	Island Milk Producers
Kim Bergh	Duncan Chamber of Commerce
Phyllis Potgaiter	Individual
Patricia Forbes	Lasqueti Ferry Committee
Mr. Lloyd Cooke	Individual
Mr. Bill Elgie	E & N Representative for the City of Nanaimo
Mr. Chris Wilson	Individual
Mr. Phil Jones	Individual
Mrs. Barnes	George Perks Senior Housing
Mr. Hembrick	SPEC Nanaimo
Mr. Jeremy Baker	Gabriola Island Bridge Society
Marjory Saboran	Nanaimo Chamber of Commerce
Mr. Dale Lovick	MLA
Mike Chandler	Gulf Island Committee
Mr. Jack Sickavish	Individual
George Wiler	City of Port Alberni

Tom Schmidt	Bamfield Transportation Committee
Mr. Don Brooks	Alberni Economic & Transportation Committee
Jim McManus	Alberni Clayoquot Regional District
Jim McManus	Tofino
Mr. Jansen	MLA
B.J. Woodbury	District of Metchosin
Peggy Bird	Wildwood Ratepayers Association
Mayor Don Lockstead	City of Powell River
Malence Meeker	Powell River Ha-Deca,SPH Association
S. Hisborne	Powell River Regional District
Helmut Godav	Individual
Patricia Piatocka	Bamfield Inn & Resort
Jim Gustafson	Port Hardy District Council
Jack Turner	Business Development Task Force
C. Palmer	Powell River Chamber of Commerce
Ron Webber	City of Courtenay
Blake Scott	Port McNeill Chamber of Commerce
Gordon Wilson	Liberal Party of B.C.
Mayor C. Whitehead	Port Alice
W.F. Lengerke	Comox Valley Economic Development Commission
Shannon Messer	Village of Gold river
Van Egan	Campbell River Environmental Council
Ald. R. Ralston	Village of Tahsis
S. Alsgard	Powell River Community Futures Society
Susan Fisher	Individual
Chuck Childress	Powell River Tpt. Committee
Tut Jones	Taco Paving
Chris Hilliar	Individual
Jack Larson	Individual
Mayor Wm. Moncrief	City of Cumberland
Bob Nicholson	Comox Valley Economic Development Commission
Mayor Jim Loftus	Village of Tahsis
Colleen Petersen	Individual
Harvey Hurd	Individual
Bill New	Coast Ferries
Al Maxwell	Port McNeill
Bill Velie	Port McNeill
Kim Morton	Independent Loggers
Wayne Sissons	Wilderness Air
Harold Long	M.L.A.
Mr. Dan Sitnam	Helijet Airways Inc.
Lisa Lloyd	Farmer's Institute
G. Heming	Individual
Dazy Drake	Individual
Sandra Hunt, R.N.	Individual
Larry Gebhivins	Individual
F.S. Welland	Bamfield Preservation & Development Society
John H. Mooney	Business Development Officer, Campbell River
Robin Holmgnen	Individual
Noreen Cuthbent	Island Milk Producers
Mrs. G. Hudson	Individual
Mr. R. W. Bates	Regional District of Nanaimo

A.H. Reynolds	Saturna Island
W.B. d'Easum	Comox - Strathcona Regional District
Ken Hutcheson	Regional District of Alberni - Clayoquot
Susan Floro & Terry Giddens	Individuals
Larry Hallett	Individual
Dr. F.O. Whipple	Individual
Tom Lucas	Lucas Anderson Construction
Niels Holber	UBC Research Farm
John Barrett	Lasquetti Island
Mayor A. N. Skipsey	Qualicum Beach
Ucluelet Local Council	Ucluelet Village
Mrs. Harry Allen	Quadra Island
James Abram	Comox - Strathcona Regional District
C. Panken	Island Foods
Cindy Hale	Individual
L.K. Lacey	MacMillan Bloedel Employee Relations
Roger & Joyce Wedge	Individuals
Darold Swanson	North Cop Sawmills
Mayor M.E. Aldersmith	View Royal
Mayor Paul Reitsma	Parksville
M. Townsend	Sidney
Cumberland Chamber	Cumberland Chamber of Commerce
S. Falkner	Cowichan Airport Society
J.R. Bates	North Cowichan
Betty Picklyk	Individual
Bill Shepard	Mount Waddington R.D.
A. Robertson	Individual
Mr. A. New	Individual
David Hansen	Cortes Electoral Area R.D.
Bill Bourdillon	Individual
Mrs. N. Norstrom	Individual
Dave Hegstrom	Coast Guard
Marlyn Reid	B.C. Coalition for the Disabled
Richard Berg	Individual
J.V. Young	French Creek Residents Association
Robert Mcadam	Quadra Island Residents Associaiton
C. Mosterst, et al	Individuals
E.R. Edwards	Individual
Pearl Myhres	Individual
Lillian & John Lamb	Individuals
Pat Langelo	Individual
Frank Hynes	Canadian Helicopter
Colin Crisp	City of Victoria
Ms. R. Herrick	Capital Region Parks
Mayor S. Brice	Oak Bay
G. McAdam	Individual
T.E. Culham	Council of Forest Industries
E. Robertson	Pender Island Ferry Committee
Mayor Robert Ostler	Campbell River
John E Todd	Central Coast Chamber of Commerce
Gerri Weninger	Individual
Mrs. Margret Ross	Individual
Muriel E. Cramer	Individual

Cameron & Pat Scott	Individuals
C.E. Tomney	Individual
Roberta Stevenson	Individual
Jim Johnston	Individual
M. Stenval	Individual
Pat Laycraft	Individual
L.A. Walkosky	Individual
Hope Spencer	Individual

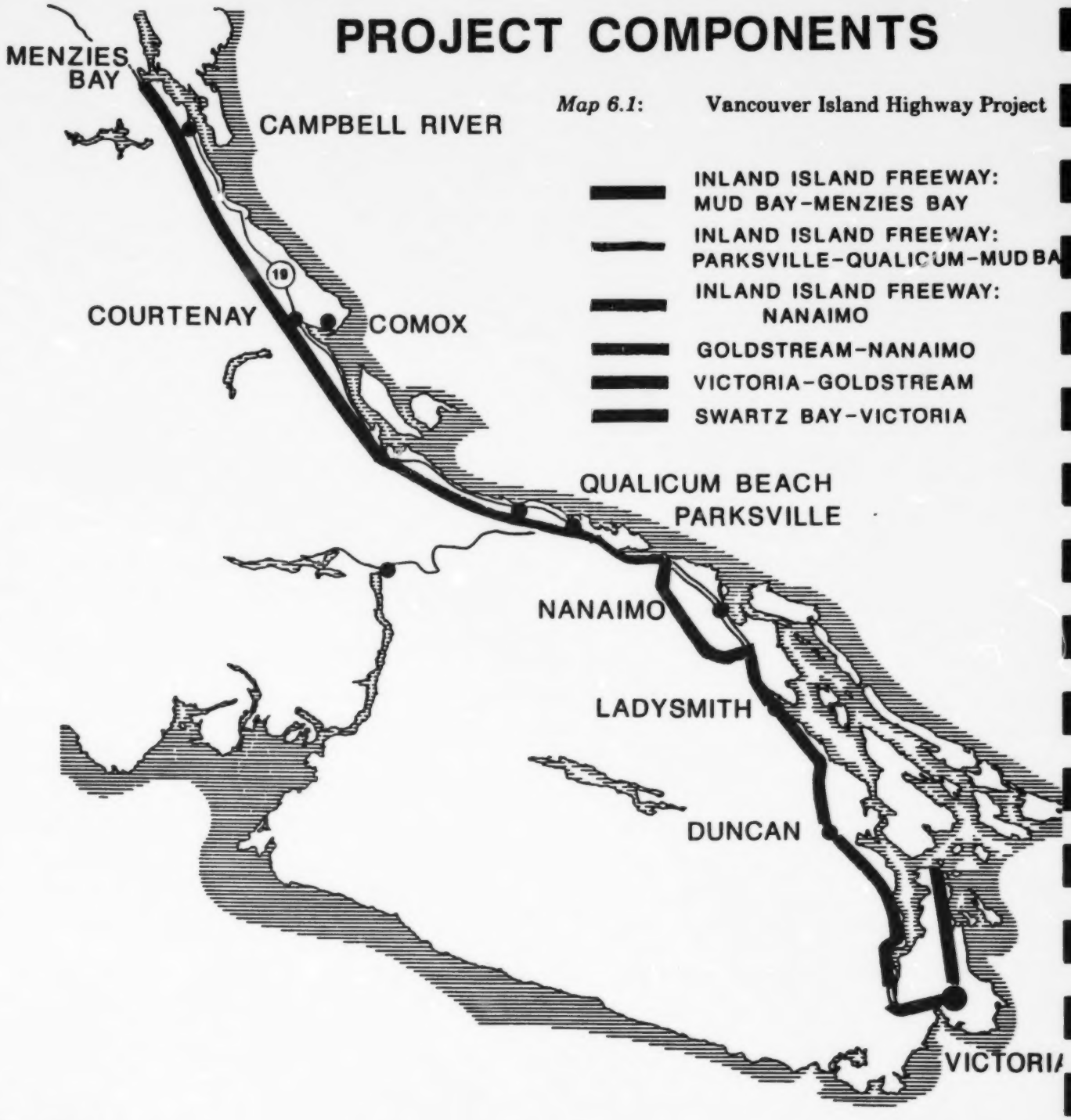
APPENDIX 8.3 List of Initiatives

- Ministry of Transportation and Highway Review of Maintenance and Rehabilitation Budgets 1H001i
- Ministry - Municipal Cost Sharing Policy Review 1H002i
- Study of Intra-Regional Scheduled Air Service 1A001i
- Access to Comox Airport 1A002i
- Intra-Regional Air Carrier Incentive 1A003i
- Site Selection and Zoning of Helipads 1A004i
- Operational Control of C.P., C.N., and the E. & N. Railways 1R001i
- Expansion and Upgrading of Rail Services on Vancouver Island 1R002i
- Task Force on B.C. Ferry Corporation Operations and Policy 1F001i
- Quadra Island Route 1F002i
- Comox - Powell River Ferry Home Port 1F003i
- Terms and Conditions of Subcontracted Ferries 1F004i
- Lasqueti Island Fare Structure Review 1F005i
- B.C. Ferry Truck and Hazardous Cargo Ferry 1F006i
- Moorage Rate Adjustment for Commercial Fishermen 1C001i
- Terms and Conditions of Contract Shipping 1C002i
- Study Dock Facility Requirements at Telegraph Cove 1C003i

APPENDIX 8.4 List of Projects

- Vancouver Island Highway 1H001
- Island Highway - Nimpkish River to Port Hardy 1H002
- East/West Bamfield Connector 1H003
- Lake Cowichan/Port Alberni/Comox Valley Link Road 1H004
- Coal Harbour - Holberg Viking Highway 1H005
- Tahsis, Zeballos - Woss Highway Connection 1H006
- Millstream Road Extension 1H007
- Port Renfrew/Lake Cowichan Road 1H008
- Bella Coola - Anaheim Lake Highway #20 1H009
- Alternative Site for the Cowichan Community Airport 1A001.
- Upgrade Facility and Navigational Aids at the Victoria Helipad 1A002
- Sayward Float Plane Facility Upgrade 1A003
- Tofino Float Plane Facility Upgrade 1A004
- Port Hardy Float Plane Facility Upgrade 1A005
- Comox Float Plane Facility Upgrade 1A006
- Port McNeill Community Air Strip 1A007
- Port McNeill Float Plane Facility Upgrade 1A008
- Gold River Float Plane Facility Upgrade 1A009
- Upgrade the Port Alberni Rail Line 1R001
- Extension of the E. & N. to Campbell River 1R002
- Extension of the E. & N. to Port Hardy 1R003
- Development of a Rail Barge Facility in Greater Victoria 1C001
- Development of a Bulk Cargo Port Facility at Port Hardy 1C002

VANCOUVER ISLAND HIGHWAY
PROJECT COMPONENTS



Map 6.1: Vancouver Island Highway Project

Province of British Columbia

Ministry of Transportation and Highways